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Executive Registry
6-3634

DEC 1 1954

The Honorable
The Secretary of Defense
Department of Defense
Washington 25, D. C.

Dear Mr. Secretary:

For the last several years, the agencies in the executive branch of the Federal Government responsible for research in support of psychological warfare have made periodic efforts to strengthen coordination of their work. The report to the Psychological Strategy Board in 1952 on social science research in cold war operations, the joint support of the External Research Staff by the Departments of State and Defense and the Central Intelligence Agency, and the appointment, from time to time, of ad hoc inter-agency advisory panels on research have all contributed to closer cooperation among the agencies involved.

The striking similarity of the research requirements of the agencies engaged in propaganda, psychological warfare, and information activities was emphasized in a recent survey of the intelligence needs of the U. S. Information Agency. Much of the research undertaken to meet these needs is, of course, done within the Government, but a considerable amount is performed on contract with private

OSD & DOS review(s) completed.

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research organizations. A continuing need exists for these agencies to relate their internal and external research, in order to assure that the latter complements and supplements the former.

Accordingly, all of us would stand to benefit if we could develop cooperatively a Government-wide program for external research in support of propaganda, psychological warfare and information activities. This program would be designed to supplement and strengthen existing efforts at external research coordination such as the State Department's quarterly inventories, informal inter-agency discussions and existing advisory panels. It would, of course, be clearly understood that the disposition of each agency's funds for external research to meet its needs is strictly its own responsibility.

The program we envision would be highly flexible in that it would consist, as now, of projects developed to meet each agency's needs, separately financed by the various agencies concerned. But, inherent in the program would be a mechanism through which each agency would have an opportunity to submit its major external research proposals for review to other agencies engaged in the same business before contracts are actually negotiated. The extent to which opinions expressed during such a review would be considered by the submitting agency would, of course, be a matter for that agency alone to decide. Such a program could provide constructive criticism of research proposals on a Government-wide basis; could reduce possible undesirable overlapping or duplication; and could relate external research more closely than is now possible to research being conducted within the Government.

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If you are sympathetic with the foregoing suggestion, I would appreciate your designating a representative to explore it more fully to meet with Mr. Richard M. Bissell of this Agency. We will arrange a time and place for the meeting after I have heard from you.

I am sending similar letters to the Secretary of State, the Director of the United States Information Agency, the Director of the Foreign Operations Administration, and the Executive Officer of the Operations Coordinating Board.

Sincerely yours,

Allen W. Dulles
Director

CONCUR:

/s/ R.M.B., Jr.
Special Assistant to the Director
for Planning and Coordination

OSA/PC/DCI:CEH:aml

Additional concurrences:

/s/ C.P.C., DDCI

/s/ S.M.S., C/FI

/s/ R. H., for DD/P

/s/ R. Amory, Jr., DDI

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8 December 1954

MEMORANDUM FOR: Director of Central Intelligence

THROUGH: Deputy Director of Central Intelligence

SUBJECT: Coordination of Research in Support of Foreign Information and Propaganda Operations

PROBLEM:

1. To reexamine the coordination of research, both internal and external, conducted by Government agencies having responsibility for overt and covert foreign information and propaganda activities.

DISCUSSION:

2. Internal Research: The USIA Survey attacked this aspect of the problem. The Survey report, having been approved and concurred in by those having an interest in the subject matter should, when implemented, provide the framework, procedures and product for effective coordination of internal Governmental intelligence research in support of foreign information and propaganda operations.

3. External Research:

a. It would seem to follow that external research in the intelligence field projected and contracted for by any of the agencies engaged in psychological warfare activities ought to be supplementary or complementary to internal research. It would appear further, by virtue of the concurrence of the various agencies in the "Statement of Need" as outlined in the USIA Survey, that such external research would probably be of some value to all of the agencies involved.

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b. The Government should be assured against (a) duplication by external research of ongoing internal research; (b) duplication of external research projects by the various agencies; and (c) projects hastily conceived. Such assurance could be easily provided if the funds for external research were centrally located. This is not likely to happen soon even if it were agreed theoretically (and it is not) that such central authority should be established.

c. This problem was explored in 1952 by the so-called Loomis Report to the Psychological Strategy Board. Mr. Loomis initially saw as a solution the establishment of a central authority. Since this was not practical, he recommended a coordinating mechanism to be located in the OCB (then PSB). This was not approved. In lieu of a central coordinating device, the Central Intelligence Agency accepted a responsibility to insure the coordination of external research, insofar as possible, as part of the Director's responsibility for the coordination of intelligence.

d. Several actions lay the basis for, if they do not provide the totality of, coordination in the field of external research. These are:

(1) Strengthening of the External Research Staff (ERS) of the State Department [redacted] 25X1

25X1 [redacted]

(2) Continuation of informal monthly discussions among external research administrators of various agencies to exchange information on what they are doing and what needs to be done; and

(3) Appointment by the Assistant Secretary of Defense for Research & Development of an Advisory Panel on Research in Special Operations consisting of outside specialists to provide guidance to the Department of Defense. USIA, CIA, State, FOA and OCB are represented on the Panel by associate members.

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CONCLUSIONS:

4. Several questions need to be asked at this time:

a. Question: Is it desirable to reexamine the allocation of responsibilities for conducting and planning for psychological warfare activities in order to reduce the number of agencies letting external research contracts, apart from reducing the possible confusion in operations and planning themselves?

25X1

[redacted]

b. Question: Is there identifiable external research (flowing from these various allocations of responsibility) which is duplicative and wasteful or is there external research which is duplicating internal research?

Answer: In general external research contracts, one as against the others, are not duplicative and therefore in this regard are not wasteful. There are cases, however, such as the Army's $2,750,000 contract with the Human Relations Area Files, and its contract with the Operations Research Office to produce area handbooks that are subject to the challenge that they may duplicate internal research in kind if not in format of publication.

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It is fair to suggest at least that the products in either case, if appropriate for military psychological warriors in wartime, should be of some use to civilian psychological warriors in peacetime. There is room to doubt that either of the above expenditures is wise if the Government is seeking an integrated program in the preparation of materials essential to the various psychological warfare elements. No mechanism exists that insures a formal review by other agencies of either of the Army's contracts.

c. Question: Would it be useful to take additional measures at this time to develop a more systematic program of external research, supplementary and complementary to ongoing internal research, and to insure firmer coordination among Government agencies involved in psychological warfare?

Answer: Yes. It is believed that the DCI should take the initiative in proposing to agencies with related missions that they cooperate in the development of a systematic program of external research, recognizing that there will be individual differences which may entirely justify research contracts useful to one but not to all. Each agency's major external research proposals should be circulated to all other agencies for formal comment before contract negotiations begin. Even if under such an arrangement no veto power were accorded any single agency (and such veto is not recommended), each agency's projects would benefit by the criticism of others and decisions which are exceptions to the combined or separate judgments would be made wittingly.

ACTION RECOMMENDED:

5. Coordination as proposed in 4(c) above could be established (a) by letter from the DCI to USIA, State, Defense, OCB and FOA; (b) by an NSCID; or (c) by a letter from the President to the DCI.

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On the whole, the letter from the Director of Central Intelligence to other agencies seems simplest and most expeditious. This suggestion has been concurred in by the DDCI, the DDI and the DDP, and their recommendations have been incorporated in the attachments.

6. It is recommended that you sign and forward the attached letters.

RICHARD M. BISSELL
Special Assistant to the Director
for Planning and Coordination

Attachments

25X1

OD/PCS: [redacted] (rewritten 8 December 1954)

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